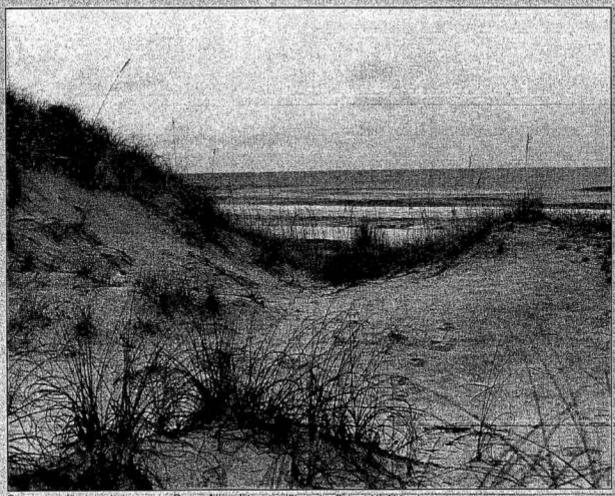
Chapter 2 Land Use Decisions



Remnant of original dunes on Dune Allen I tract. (Photo by Robert W. Abbey)

Chapter 2

Land Use Decisions

Standard Management

The following Standard Management is a combination of existing policies and management practices that will be followed by the BLM in the management of Federal mineral ownership (FMO) and surface tracts of public land.

- Public lands, which are identified or returned to BLM management after the approval of this plan, will be managed according to the criteria presented in Appendix B.
- Disposal of surface tracts with existing landuse authorizations will be subject to valid existing rights.
- Specific surface tracts identified for disposal will be evaluated for the presence of significant resource values prior to disposal. Resources to be evaluated will include minerals, recreation, cultural, wetlands, and threatened, endangered, and other special status species.
- The disposal criteria set forth in Sec. 203 (a)
 (1) of the Federal Land Policy and Management Act (FLPMA) apply to all surface tracts identified as available for sale.
- Color-of-Title cases will be processed on a case-by-case basis.
- The disposal (i.e., 209 conveyance or exchange) of reserved mineral interests will be processed on a case-by-case basis.
- Disposal of habitat of federally listed endangered or threatened species would occur only after consultation with the U.S. Fish and Wildlife Service (USFWS) pursuant to Section 7 of the Endangered Species Act of 1973, as amended, or, in the case of state-

listed species, only after a conference with the Florida Game and Freshwater Fish Commission (FGFWFC).

- BLM will avoid jeopardizing the continued existence of any federally listed or state-listed or proposed species, will actively promote species recovery, and will work to improve the status of candidate and sensitive species.
- Opportunities for land acquisition will be considered, if the acquisition would help meet one or more of the resource management objectives of this plan, or meet one or more of the acquisition criteria listed in Appendix B.
- All land-use proposals will be evaluated for conformance with plan objectives and landuse allocations. Case-by-case processing will include evaluation of resource values in the National Environmental Policy Act (NEPA) compliance process.
- 11. Resolution of unauthorized use will be pursued on a case-by-case basis. Resolution will include termination of use and payment of damages, including reclamation of disturbed land, if needed. In some cases, use may be authorized through rights-of-way, permits, leases, or through land disposal.
- BLM will give priority to the designation and protection of Areas of Critical Environmental Concern (ACECs) through cooperation with other agencies and groups (see Appendix A).
- Agreements will be pursued with state or local government fire protection agencies for suppression of wildfire on all surface tracts.
- Management actions will be conducted in a manner which conform to the objectives of

- the State Air Quality Implementation Plan (SIP) of the Florida Department of Environmental Protection (FLDEP).
- 15. Management actions will be conducted in a manner conforming to the water quality management objectives which have been developed by the FLDEP as required by the 1987 Water Quality Act Amendments to the Federal Water Pollution Control Act.
- 16. Measures for minimizing accelerated soil erosion will continue to be made on a sitespecific basis through evaluation of management actions. Prior to authorization of surface disturbance, a determination will be made regarding prime and unique farmland identified by the U.S. Soil Conservation Service (SCS).
- 17. All management actions will comply with the National Historic Preservation Act (NHPA) of 1966, as amended through 1992 (16 U.S.C. 470), which provides protection for significant cultural resources. An appropriate level of inventory will be conducted for all actions with a potential to affect these resources. Actions may require consultation with the State Historic Preservation Officer (SHPO) and/or the Advisory Council on Historic Preservation (36 CFR 800).
- 18. No Native American religious sites, ceremonial sites or treaty rights areas were identified. Additional consultation with the three federally recognized tribes in Florida will take place on a case-by-case basis, in accordance with BLM Manual 8160 and General Procedural Guidance for Native American Consultation, currently in draft form.
- Utility corridors are not identified because of the small amount of BLM surface land ownership within the planning area. Right-ofway avoidance areas are identified to provide for protection of sensitive resources.

On tracts which are not avoidance areas, right-of-way proposals will be open to normal case-by-case evaluation.

- All tracts identified as available for disposal through sale or exchange are right-of-way avoidance areas, if the granting of a right-ofway would adversely affect tract marketability.
- Review of existing withdrawals will determine if they are fulfilling their intended purpose or are not needed. Existing withdrawals are listed in Appendix B.
- 22. Unless specifically prohibited by law, regulation, withdrawal, or land-use allocations of a particular alternative, all BLM-administered mineral ownership is available for exploration and development. BLM-administered mineral ownership under other federal SMAs is available for exploration and development subject to SMA consent and to conditions developed by SMAs through their land-use planning and NEPA compliance processes. More detailed discussions of Standard Management for Oil and Gas and Solid Mineral resources are presented in Appendices C and F, respectively.
- The harvesting of any sensitive species is prohibited, except when explicitly authorized for scientific purposes by the appropriate state and/or federal agency.
- Vegetative manipulation, including prescribed burning, is allowed if needed to meet resource condition objectives.
- 25. Unless otherwise stated, vehicle use is limited to existing routes of travel until route designation decisions are completed through activity plans or amendments to this plan.
- 26. Livestock grazing will not be allowed within the ACECs or Special Recreation Management Areas (SRMAs), on tracts identified for transfer to other agencies, or on tracts identified as suitable for disposal through sale or exchange.
- Recreation Opportunity Spectrum (ROS) classification objectives (Appendix D) will be used in evaluating recreational opportunities

on the surface tracts. Recreation development will conform to requirements of The Architectural Barriers Act of 1968 (Public Law 90-480); The Rehabilitation Act of 1973 (Public Law 93-112), as amended in 1978; and The Americans with Disabilities Act (Public Law 101-336) of 1990.

Case-by-case processing of land-use and mineral development proposals will include consideration of impacts to recreational resources.

Visual Resource Management (VRM) objectives will not apply to tracts identified as suitable for disposal through sale.

Case-by-case processing of land-use and mineral development proposals will include consideration of impacts to visual resources.

 Proposed uses will be evaluated for their potential to release hazardous materials into the environment. Use of hazardous materials must comply with the Resource Conservation and Recovery Act (RCRA).

> Disposal of hazardous materials on surface tracts is prohibited. The discovery of unpermitted hazardous materials will be handled in accordance with the reporting, removal, and remediation requirements of the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA).

Mineral Ownership Decisions

The FMO decisions identify constraints that would be placed on the availability of FMO for mineral development. FMO acreage is identified as either closed to mineral development, available subject to lease stipulations or other constraints or available subject to the requirements of Standard Management. The acreage figures presented are of split-estate FMO. BLM-administered mineral ownership under other federal SMAs is available for exploration and development subject to SMA consent and to stipulations developed by SMAs through the land-use planning and NEPA compli-

ance processes. If the resources protected by the stipulations/constraints of this plan are present on SMA lands, then either the stipulations/constraints of this plan or similar SMA stipulations/ constraints would apply.

Oil and Gas

Stipulations to protect sensitive resources including No Surface Occupancy (NSO) stipulations, will apply to new oil and gas leases. The stipulations and a required lease notice are presented in Appendix C and illustrated in Map 6 and Map 7. Table 2-1 summarizes the availability of FMO for oil and gas leasing. The acreage affected by each stipulation is shown in Table 2-2. If the resources protected by the stipulations are found on SMA lands, the same stipulation(s) or similar stipulation(s) developed by the SMA will be applied. Within the bounds of the prescribed stipulations. management of leasing, exploration, and development will be according to Standard Management, as outlined earlier in this chapter, and in Appendix C. Additional stipulations may be developed during evaluation of individual lease proposals through the NEPA compliance process. All leases within the Blackwater River State Forest will be subject to the Florida Division of Forestry (FLDF) stipulations as listed in Appendix C or updated by FLDF.

Table 2-1. Availability of FMO for Oil and Gas Lessing.

Category	High Oil/Ges Potential	Moderate Oil/Gas Potential	Low Oil/Gas Potential	Total
The state of the s	(acres)	(acres)	(acres)	(acres)
Closed	o	0	0	0
Subject to NSO or Other				
Constraints	76,900	6,400	91,849	175,149
Subject to Other				
Constraints	106,994	4,282	11,735	123,011
Subject Solely to Standard				
Management	0	812	24,664	25,476
Total	183,894	11,494	128,248	323,636

Table 2-2. Oil and Gas Stipulations.

Stipulations	High Potential Acres	Moderate Potential Acres	Low Potential Acres	Total Acres Affected
			-	
No Surface Occupancy (NSO)	7	. 0	372	379
Bald eagle	0	97	. 0	97
Choctawhatchee beach mouse	- 35	15	20	70
Coastal strand	0	977	1,196	2,173
Florida scrub habitats		. 0	. 0	580
Longleaf Pine Preservation Area (Blackwater River State Forest)				
'해워' 하다면요 하면요 하는데 되는데 되는데 사람들이 되었다. 이 아름은 '' '' 그리고 ''	760	0	790	1,540
Red-cockeded woodpecker	538	199	41,560	42,297
Sandhills	27,503	- NA	NA	27,503
Soil and water	65	70	0	135
Tropical hardwood hammock	0	11	33	. 44
Wading bird rookeries	68,527	5,057	48,701	122,285
Wetlands/Aquatic Habitat	08,527	0	162	162
Wood stork	76,900	6,400	91,849	175,149
Net Total NSO	76,900	.,,,,,	10 D. 2012/2016/00	
65 B				3
Seasonal Restriction	207	341	6,101	6,649
Bald eagle	207	51	119	170
Wading bird rookeries	0	. 0	288	294
Wood stork ·	6	102	3,787	3,936
¹ Net Total Seasonal Restriction	47	102	0,	1900000000
Controlled Surface Use (CSU)				1,368
Florida panther	726	642	0	0.4
Gopher Tortoise	130,694	5,371	83,639	199,401
Groundwater CSU 1 (Closed mud systems)	35,318	NA	NA	35,318
Groundwater CSU 2 (Closed mud systems or lined reserve pit)	116,288	AA	NA NA	116,288
Groundwater CSU 3 (Lined reserve pit)	4,993	NA	NA	4,99
Red-cockaded woodpecker	36,909	0	38,877	75,78
Net Total CSU	92,661	4,180	7,948	104,78

¹Net totals are less than sum totals because stipulation areas overlap. Net Total NSO resolves overlaps among NSO stipulations. Net Total Seasonal Restriction resolves overlaps among Seasonal Restriction stipulations and subtracts the area affected by NSO stipulations. Net Total CSU resolves overlaps among CSU stipulations and subtracts the area affected by Seasonal Restriction and NSO stipulations.

Phosphate

Constraints to protect sensitive resources will apply to new leases and mining operations. The constraints are presented in Appendix F and illustrated in Map 8. The availability of FMO for phosphate leasing is summarized in Table 2-3. The acreage affected by each constraint is shown in Table 2-4. Within the bounds of the prescribed constraints, management of leasing, exploration and mining operations will be according to Standard Management as outlined earlier in this chapter and in Appendix F. Additional constraints may be developed during evaluation of individual lease proposals through the NEPA compliance process.

Category	High Phosphate Potential	Moderate Phosphate Potential	Low Phosphate Potential	Unde- termined Potential	Total
	(ecres)	(acres)	(acres)	(acres)	(acres)
Closed	0	0	0	0	0
Subject to Constraints	198	2,731	39,423	252,595	294,947
Subject Solely to Standard	,		92		
Management	1,693	6,224	21,070	62,898	91,885
Total	1,891	8,955	60,493	315,493	386,832

Table 2-4. Phosphate Mining Constraints.

Constraints	High Potential Acres	Moderate Potential Acres	Low Potential Acres	Undetermined Pot- ential Acres	Total Acres Affected	
Baid eagle nests	0	556	4,024	6,548	11,128	
Choctawhatchee beach mous	e 0	0	О	97	97	
Coastal strand	0	0	0	70	70	
Florida scrub habitats	o	698	2,755	1,574	5,027	
Gopher Tortoise	55	1,609	25,930	215,967	243,506	
Red-cockaded woodpecker	0	0	0	77,326	77,326	
Sandhills	0	30	4,554	41,595	46,179	
Tropical hardwood hammock	o	0	0 -	174	174	
Wading bird rookeries	0	0	97	241	338	
Wetlands/Aquatic Habitat	143	566	9,469	119,483	129,661	
Wood Stork	. 0	0	0	616	616	
Net Total Affected by Constrain	nts 198	2,731	39,423	252,595	294,947	

Limestone

To allow for the exchange of FMO to the State of Florida, the Withlacoochee State Forest will be temporarily closed to limestone sales. The closure will be in effect for up to three years to allow for the adoption of an exchange agreement, or until the State of Florida declines the offer to exchange. If an exchange agreement is adopted the closure will continue for the term of the agreement.

Constraints to protect sensitive resources will apply to new sales and mining operations. The constraints are presented in Appendix F and illustrated in Map 8. Table 2-5 summarizes the availability of FMO for limestone sales. acreage affected by each constraint is shown in Table 2-6. Within the bounds of the prescribed constraints, management of sales, exploration, and mining operations would be according to Standard Management as outlined earlier in this chapter and in Appendix F. Additional constraints would be developed during evaluation of individual proposals through the NEPA compliance process.

Category	High Limestone Potential	Moderate Limestone Potential	Low Limestone Potential	Unde- termined Potential	Total
	(acres)	(acres)	(acres)	(acres)	(acres)
Closed	0	0	0	0	0
Temporarily		9			
Closed and/or					
Subject to Constraints	33,948	50,076	9,339	175,977	259,340
Subject to So	olely	2			
to Standard				44,358	46,219
Management	15	25	1,821	44,300	
Total	33,963	50,101	11,160	220,335	315,559

Table 2-6. Limestone Mining Constraints.

constraints	High Potential Acres	Moderate Potential Acres	Low Potential Acres	Undetermined Pot- ential Acres	Total Acres Affected
	33,887	49,393	7,100	27,658	118,038
² Temporary Closure	3,515	1,678	178	1,176	6,547
Baid eagle nests	CO. 1	. 0	0	97	97
Choctawhatchee beach mous	0	0	0	70	70
Coastal strand	543	5	0	1,026	1,574
Florida scrub habitats		30,568	8,281	153,420	215,981
Gopher Tortoise	23,712	5,272	12,302	51,969	77,326
Red-cockaded woodpecker	7,783	9,412	5,003	14,340	41,595
Sandhills	12,840	0	0	174	174
Tropical hardwood hammook			0	122	241
Wading bird rookeries	0	119		78,081	119,483
Wetlands/Aquatic Habitat	12,636	25,974	2,792	450	612
Wood Stork	0	162	0	450	911
Net Total Affected by Constru	ints 33,948	50,076	9,339	175,977	269,340

Net totals are less than sum totals because constraint areas overlap. Net totals resolve the overlap.

²Acreage within the Withlacoochee State Forest would be temporarily closed to allow for exchange of FMO to the State of Florida.

Surface Tract Decisions

The decisions for Surface Tracts are presented in the following portion of this chapter. These decisions consist of two elements:

Management Objectives. These outline the resource conditions to be maintained or enhanced.

Land-Use Allocations. These are the decisions of where land uses will be allowed, restricted, or excluded.

In addition, Management Actions are listed for each tract. These are anticipated implementation actions which help to ensure that management objectives are met and that land-use allocations are followed. They also provide a basis for future BLM budgeting and programming. Not all

management actions can be anticipated at this time. Some of the management actions listed may prove to be unnecessary.

There are seven tracts/tract groups in all. The first four, Walton Beach, Lathrop Bayou, Peace River, and Sugarloaf Key are BLM-administered surface tracts; the size and location of each are listed in Appendix Table B-1. The last three, Jupiter Inlet, Cape San Blas, and Anclote Key, are currently under withdrawal to the USCG; the size and location of each are listed in Appendix Table B-3. The decisions for these tracts will be implemented if and when withdrawals are revoked and the tracts are returned to BLM management based upon a suitability report pursuant to 43 CFR 2372.

A page with decisions for each tract is accompanied by maps depicting tract locations. These maps are presented in Figures 2-1 through 2-7.

Land Use Decisions for the Walton Beach Tracts

Management Objectives

Manage for the protection and enhancement of the dune system and associated habitat, providing opportunities for non-motorized recreation activities and interpretation of significant natural resources in a Residential Beach Community setting.

Land-Use Allocations

The tracts will not be available for disposal through sale or exchange, except to the State of Florida to accomplish CARL program objectives.

The tracts will be available for cooperative management with other government agencies and/or private organizations.

The tracts will be available for Recreation and Public Purposes Act (R&PP) conveyance, provided the proposed use will follow the stated management objectives and land-use allocations.

Management actions will conform to ROS Residential Beach Community objectives.

The tracts will be closed to motorized vehicle use.

Management actions will conform to Class III VRM objectives.

The tracts will be classified as an avoidance area for rights-of-way.

The tract will be closed to solid mineral development, and oil and gas leasing will be subject to NSO stipulations for protection of Coastal Strand habitat and Soil and Water (see Appendix C).

Management Actions

Pursue cooperative management opportunities.

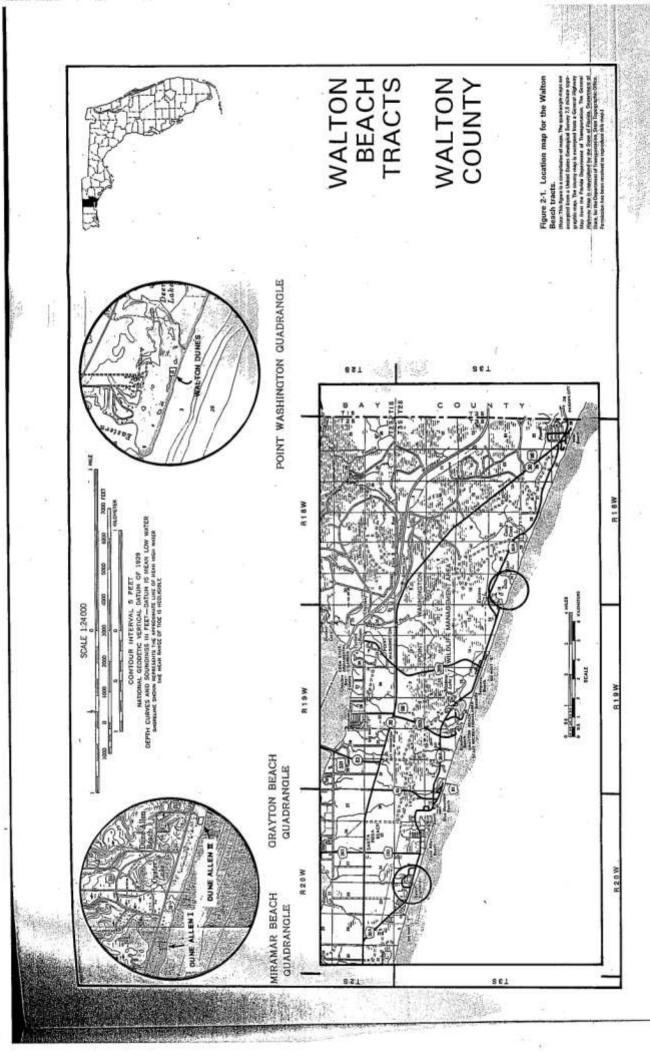
Complete and implement an activity plan. Implementation may include the following actions.

- Install motorized vehicle closure and dune system interpretive signs.
- Construct boardwalks for recreation users.
- Install drift fence and/or undertake other measures to improve coastal dune ecosystem habitat.

Issue and implement motorized vehicle closure.

Implement a sea turtle nest protection program.

Monitor the coastal dune ecosystem and recreation use to ensure natural resource values are protected.



Land Use Decisions for the Lathrop Bayou Tract

Management Objectives

Manage to obtain a mature stand of slash pine and protect existing use of the tract by federally listed and candidate species, while allowing recreation use in a Primitive setting.

Land-Use Allocations

The Lathrop Bayou tract will be administered as a wildlife habitat management area.

The tract will be available for cooperative management with other government agencies and/or private organizations.

The tract will be retained in public ownership and will not be available for disposal through R&PP conveyance, sale, or exchange.

Management actions will conform to ROS Primitive objectives.

The tract will be closed to motorized vehicle use.

The tract will be seasonally closed to public entry from October 1 through May 30 to protect sensitive wildlife habitat.

Management actions will conform to Class II VRM objectives.

The tract will be classified as an avoidance area for rights-of-way.

The tract will be closed to mineral leasing and sales to protect sensitive wildlife habitat.

Management Actions

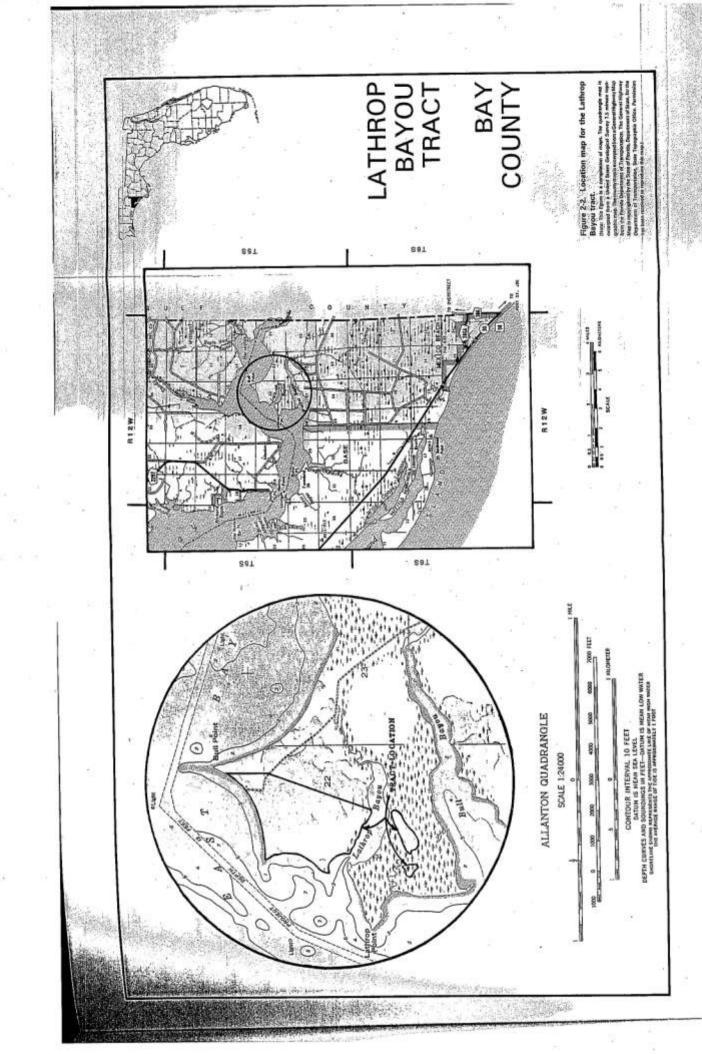
Pursue cooperative management opportunities.

Complete and implement a Habitat Management Plan. Implementation may include the following actions.

- Vegetative treatment to obtain a mature stand of slash pine and maintain fire species and reduce fire hazard.
- Develop cooperative agreement to monitor seasonal closure.
- Install interpretive signs to protect sensitive habitat.

Issue and implement the motorized vehicle closure and seasonal closure to public entry.

Monitor habitat and recreation use to ensure natural and cultural resource values are protected.



Land Use Decisions for the Peace River Tract

Management Objectives

Manage to maintain existing hydric hammock and cypress swamp habitat, while allowing recreation use in a Primitive setting.

Land-Use Allocations

The Peace River tract will be administered as a wildlife habitat management area.

The tract will be available for cooperative management with other government agencies and/or private organizations.

The tract will be retained in public ownership and will not be available for disposal through R&PP conveyance, sale, or exchange.

Management actions will conform to ROS Primitive objectives.

The tract will be closed to motorized vehicle use.

Management actions will conform to Class II VRM objectives.

The tract will be classified as an avoidance area for rights-of-way.

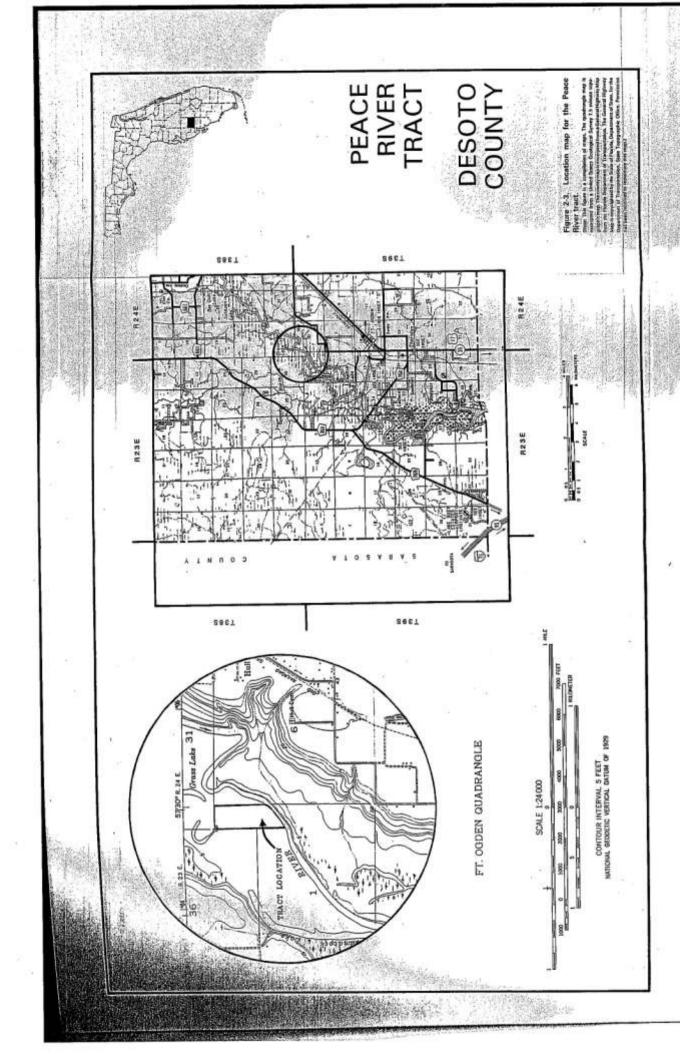
Mineral development will be subject to stipulations and constraints for protection of wetlands/aquatic habitat.

Management Actions

Issue and implement the motorized vehicle closure.

Monitor habitat and recreation use to ensure protection of natural resource values.

Consider opportunities for cooperative management.



Land Use Decisions for the Sugarloaf Key Tracts

Management Objectives

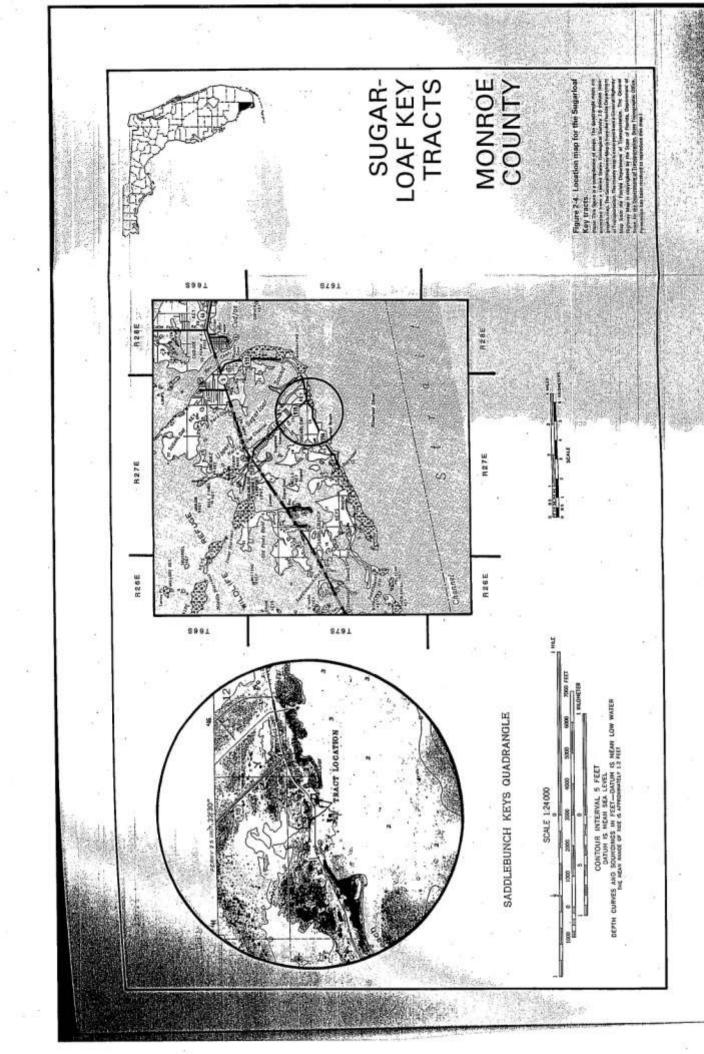
Increase management efficiency through transfer or disposal of the tracts.

Land-Use Allocations

The tracts will be considered potentially suitable for management as part of the Key Deer National Wildlife Refuge. If upon further review, the tracts are found unsuitable for this purpose they will be available for disposal through sale, exchange, or R&PP conveyance. Priority for disposal will be to the State of Florida to accomplish CARL program objectives.

Management Actions

Pursue withdrawal to the Key Deer National Wildlife Refuge.



Land Use Decisions for the Jupiter Inlet Tract

Management Objectives

Manage wildlife habitat to maintain a viable scrub community and improve habitat conditions for Florida scrub jay, gopher tortoise, and other endemic scrub species, while interpreting natural and cultural resources and providing recreation opportunities in an Urban setting.

Land-Use Allocations

Lot 15 of the tract will be designated as the Jupiter Inlet ACEC (Appendix A).

The tract will be available for cooperative management with other government agencies and/or private organizations.

Lot 13 will be available for R&PP conveyance, subject to protection of existing cultural and natural resource values. Lot 15 will be available for R&PP conveyance, provided the proposed use follows the stated management objectives and land-use allocations, and the management prescriptions developed for the ACEC. The tract will not be available for disposal through sale or exchange.

Management actions will conform to ROS Urban objectives.

Motorized vehicle use will be limited to designated routes. Vehicle routes will be designated open or closed by the activity plan prepared for the ACEC or by a R&PP development plan.

Management actions will conform to Class III VRM objectives.

The tract will be classified as an avoidance area for rights-of-way.

The ACEC will be withdrawn from entry under the 1872 mining law, closed to mineral material sales, and lease of solid minerals. The tract will not be available for oil and gas leasing due to existing regulation prohibiting the lease of lands within incorporated city limits.

Management Actions

Prepare an activity plan for the ACEC.

Rejuvenate the mature stand of sand pine scrub and restore scrub communities in disturbed areas, using prescribed fire and/or mechanical methods.

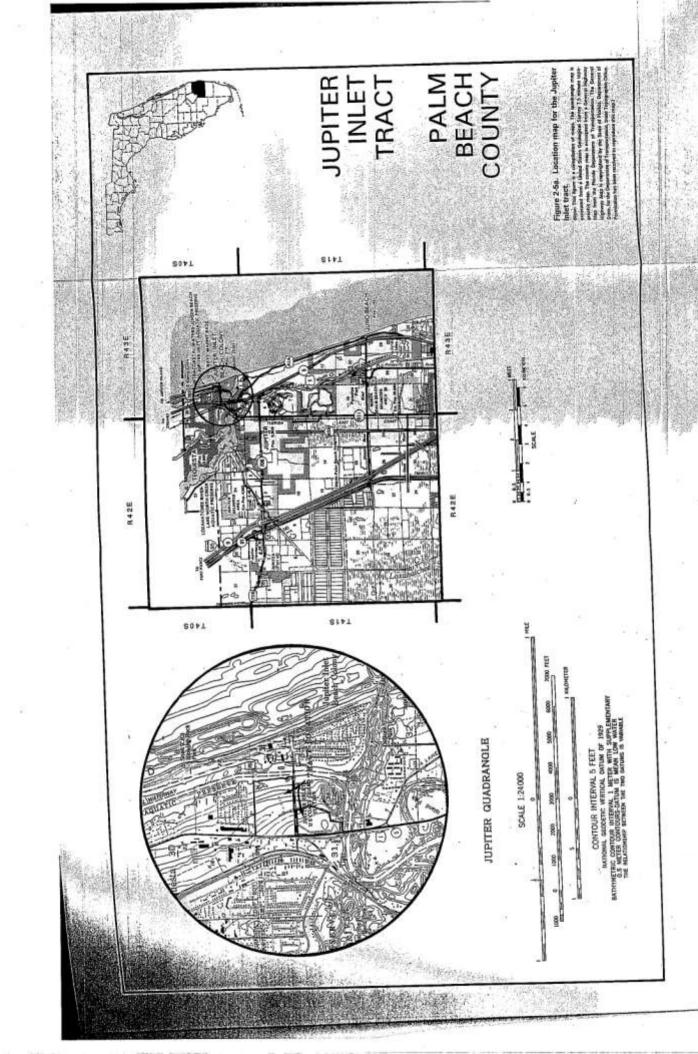
Remove exotic vegetation.

Issue and implement motorized vehicle route designations.

Monitor habitat and recreation use to ensure protection of cultural and natural resource values.

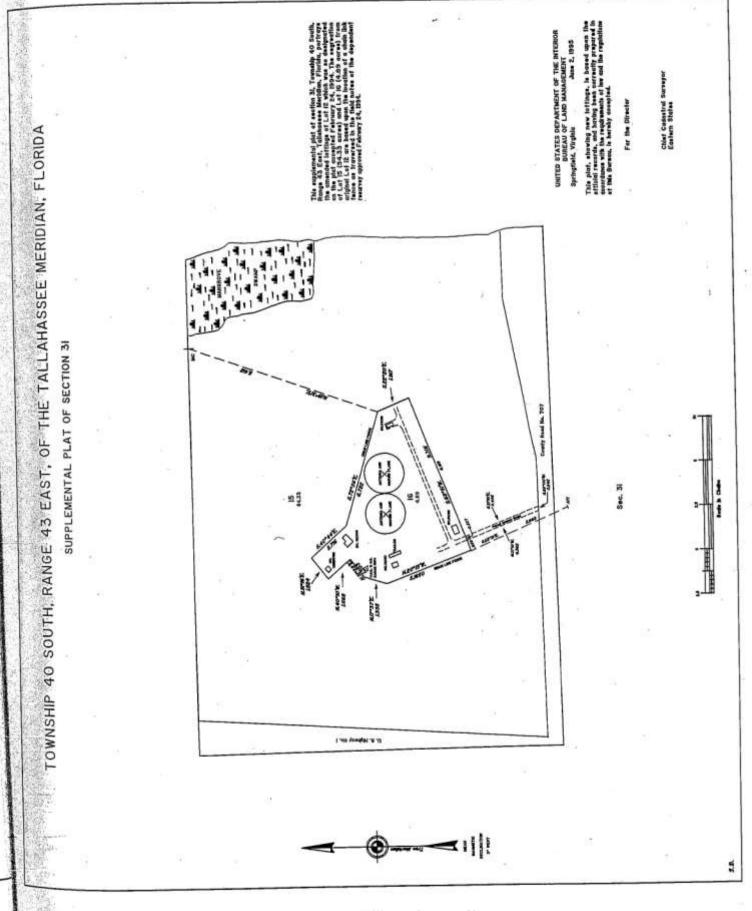
Develop interpretive facilities.

Implement withdrawal from mineral entry and leasing.



TOWNSHIP 40 SOUTH, RANGE 43 EAST, OF THE TALLAHASSEE MERIDIAN, FLORIDA DEPENDENT RESURVEY AND SURVEY OF LOTS 12, 13 AND 14 IN SECTION 31 INFORMATIONAL ENLARGED DIAGRAM OXAHATCHEE RIVER

Figure 2-5b. Survey plat of the lot divisions of the Jupiter Inlet tract. (Note that lot 12 has been amended as shown in Figure 2-5c.)



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Land Use Decisions for the Cape San Blas Tract

Management Objectives

Protect the coastal dune and strand habitats utilized by nesting sea turtles and shore birds, while allowing Semi-Primitive Non-Motorized recreation use and protecting significant resource values.

Land-Use Allocations

This tract will be designated as the Cape San Blas ACEC (Appendix A).

The tract will be available for cooperative management with other government agencies and/or private organizations.

The tracts will be available for R&PP conveyance, provided that the proposed use will follow the objectives and management prescriptions of this alternative, but will not be available for disposal through sale or exchange.

Management actions will conform to ROS Semi-Primitive Non-Motorized objectives.

The tracts will be closed to motorized vehicle use and parking will not be provided.

Management actions will conform to Class II VRM objectives.

The ACEC will be classified as an avoidance area for rights-of-way.

The ACEC will be withdrawn from entry under the 1872 mining law, closed to mineral material sales and lease of solid minerals. Oil and gas leasing will be subject to the NSO stipulation for protection of Coastal Strand habitat (See Appendix C).

Management Actions

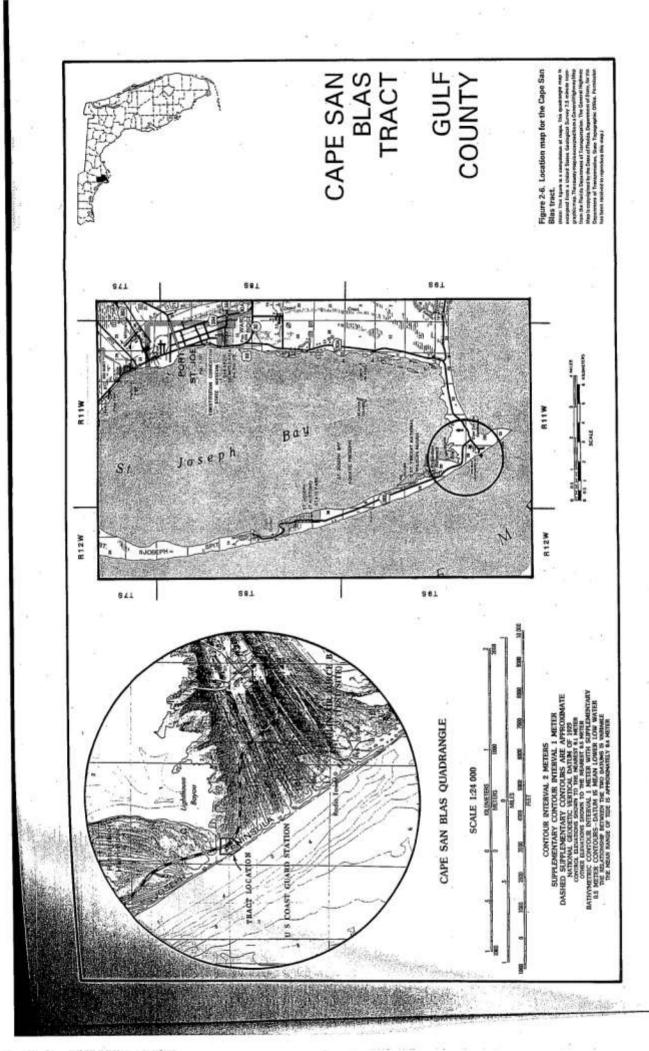
Prepare an activity plan for the ACEC.

Issue and implement motorized vehicle closure.

Monitor habitat and recreation use to ensure natural resource values are protected.

Implement withdrawal from mineral entry and leasing.

Implement sea turtle nest protection program.



Land Use Decisions for the Anclote Key Tract.

Management Objectives

Increase management efficiency through transfer or disposal of the tracts, while preserving the historical value of the lighthouse structure.

Land-Use Allocations

The tract will be available for disposal through sale, exchange or R&PP conveyance. Priority will be given to acquisition by the State of Florida for inclusion in the surrounding Anclote Key State Preserve. If it is not possible for the State to manage the lighthouse on site, the feasibility of moving the lighthouse and restoring it at a different site will be explored prior to disposal of the tract. If preservation is not feasible, the historical value of the lighthouse will be recorded prior to dismantling it.

Management Actions

Develop proposal to transfer the surface and lighthouse to the State of Florida.

If lighthouse must be moved, coordinate closely with SHPO, Advisory Council for Historic Preservation, and local historical societies to select a site and minimize the loss of integrity to the structure.

